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THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20505

19 September 1973

MEMORANDUM FOR: Members, Intelligence Resources Advisory  
Committee

SUBJECT : Management Objectives

1. I have provided the President with a set of objectives for the intelligence community, and I am prepared to be held accountable for our progress in achieving them. I am also in the process of establishing substantive objectives for FY 1974 for the community through USIB.

2. As a parallel measure for the resource management field, I believe we should set our principal management objectives for this fiscal year. These objectives should be made as specific as possible to serve as guides to our actions. We should be able to evaluate our performance as resource managers, at least in part, by measuring our accomplishments against our objectives at the end of the year. We should also be able to determine the reasons for inadequate performance and to decide on the actions needed to improve our performance.

3. Attached is a set of management objectives which I propose for IRAC, or, as appropriate, for the ASD(I) or program managers. Quarterly reporting on them would be conducted through IRAC. To assure the necessary follow-up, implementing steps would be required, which could be developed by the IRAC Working Group. At the end of the fiscal year, a report on performance toward these objectives would be processed through IRAC.

4. I would appreciate your comments on these objectives by 27 September 1973.

Sincerely,

  
W. E. Colby

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Attachment :  
As stated

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National Foreign Intelligence Program

Management Objectives for FY 1974

A. Tasks to be coordinated by IRAC and implemented by Program Managers:

1. Develop analytic systems to evaluate the comparative contributions and costs of individual collection, processing and production activities aimed at satisfying national foreign intelligence objectives. (Action: IC Staff)

2. Develop an overall R&D strategy to explore new directions and techniques in both the hard and soft sciences, to identify technological gaps and resource deficiencies, to eliminate unnecessary duplication of effort, and to provide the appropriate transfer of technology across program and organizational boundaries. (Action: R&D Council)

3. Seek more efficient compartmentation procedures. (Action: USIB Security Committee)

4. Monitor expenditures periodically throughout FY 1974, and be prepared to adjust expenditures if that becomes necessary. (Action: IC Comptroller)

5. Develop a program of resource-related studies to guide management for the current and future program years. (Action: IRAC Working Group)

B. Tasks for which ASD(I) has the primary responsibility:

1. Identify and eliminate unnecessary overlap or duplication between activities primarily serving national requirements and those primarily serving tactical requirements. Develop systematic interchange of product to serve both national and tactical intelligence purposes.

2. Establish contingency plans for manpower reductions for FY 1974-78 within the Department of Defense intelligence programs, and assess the impact of such reductions on intelligence capabilities and on personnel.

3. Increase the usefulness and efficiency of the Community  
[redacted] through measures

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such as a planned sequence of funding and the acquisition of equipment compatible with the overall system, the introduction of a broader selection of accessible files, and the initiation of a broader program to explain ☐ value to potential users.

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C. Tasks for which the Directors of CIA, DIA, NSA, and NRO have the primary responsibility:

1. Develop and implement annual program and periodic review procedures to examine programs and projects against clearly stated objectives reflecting levels of priority and measure progress toward such objectives.
2. Develop and implement evaluation and audit procedures which will identify for program and budget decisions the proposed current and past balances between resources required and the value of the output of individual programs.
3. Provide improvements in intra- and inter-agency sharing and mutual assistance in logistics, training, communications, data processing, and administrative techniques.
4. Develop career management objectives and procedures.
5. Develop criteria for measuring productivity and plans for enhancing it.
6. Develop and implement procedures to manage resources so that reprogramming flexibility is maintained and workloads can be refocused as desirable reductions or increases are identified.
7. Promote research and development programs in technical systems, remote control techniques, etc., which could lead to manpower savings.
8. Develop and implement procedures to streamline intelligence production, while continuing to meet the essential needs of consumers, through such measures as discontinuing marginal products, consolidating related products, reducing duplication and redundancy among products, and adjusting the publication schedules of periodicals.

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DCI/IC/COMPTROLLER RESOURCE REVIEW

Proposed Operating Plan

for

Calendar Year 1973

23 March 1973

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## SECTION I

### Introduction

The purpose of this paper is to propose an operating plan for the IC Staff for 1973 in support of the DCI's community program and resource review responsibilities, leading to the National Intelligence Program Memorandum (NIPM), The Presidential Decision Memorandum, and the Congressional Presentation for Fiscal Year 1975.

The plan assumes that the Intelligence Resources Advisory Committee (IRAC), which is chaired by the DCI, will be revitalized to assist him in the fulfillment of those responsibilities assigned by the President's directive which are aimed at bringing about the development of a cohesive National Intelligence Program (NIP) and community direction. Moreover, it is understood that the committee will become more deeply involved at key decision points in the program and budget review process.

Specifically, the plan provides for the DCI and IRAC to perform certain recurring tasks each year. These tasks are outlined below and discussed in more detail in subsequent sections of this paper:

A. Planning and Fiscal Guidance. This task involves issuance of a set of national intelligence objectives by the DCI in January each year, accompanied by planning strategies and fiscal guidance to be utilized by the various intelligence entities for the development of their program proposals. This issuance will derive from DCI consultation with the President, NSC Staff, USIB, and the OMB. It will address major intelligence priorities, taking into account presidential decisions, NSC direction on product improvement, USIB deliberations on requirements, OMB considerations of the fiscal imperatives, IRAC recommendations, and special studies' findings and conclusions. Insofar as possible, it will attempt to establish a range of priorities and fiscal parameters tailored explicitly for each program manager.

B. Program Managers'/CDIP Reviews. The DCI's Community Staff will participate with ASD/(I) and the CIA, State, and Defense Program Managers in the preparation and review of program and budget proposals, and in the presentation of options to the DCI and IRAC.

C. Special Studies. Special studies are of two types:

(1) Class-Program Studies: Studies of performance and allocation of resources against priority intelligence objectives and targets identified by IRAC. These studies, which will be undertaken by community task teams, will form the central focus for IRAC cross-program review. They will also serve an important role in the development of collection and managerial strategy and assist in weighing alternative program allocations.

(2) Ad Hoc Studies: Studies focused on particular projects or capabilities for the purpose of improving the distribution of resources and of increasing intelligence capabilities. These studies will usually focus on specific issues identified during the program review process or raised by the NSCIC, USIB or IRAC.

D. DCI Program Reviews. Program managers will present their program plans and objectives to the DCI/IRAC in late July or early August each year. This will include a specific statement of objectives, current year programming and financing plan, an identification of issues impacting on current year operating plans, and alternative program year proposals. This review will serve to provide the DCI and IRAC an opportunity to directly influence and control utilization of resources in the current year and provide explicit guidance with respect to the fall budget submissions after consideration of the alternative programs and their implications to intelligence objectives and resources. This review will also cover actions taken by EXCOM in their July review process. (It is assumed that EXCOM will continue.)

A similar review will be made by the DCI and IRAC in late November at which time final determinations will be made on the levels and mix to be supported by the DCI with the President, the Secretary of Defense and the Director, OMB. This session will also address specific application of resources in the current year, resolve issues raised in the July IRAC sessions that may impact on the current year or program years, and form an important input to the NIPM and Presidential Decision Memorandum.

E. Appropriation/Apportionment Review. A special meeting of IRAC will be called by the DCI to consider options and trade-offs available in light of congressional action on intelligence community appropriation requests. This review will also play an important role in final determinations on program proposals and the NIPM. (Note: the DCI will confer with OMB and the SECDEF on any substantive changes or shifts in program mix to be considered, prior to apportionment action by OMB.)

F. NIPM. Preparation of a National Intelligence Program Memorandum which lays out program and resource options and DCI/IRAC positions thereon, including any significant dissenting views of the intelligence principals. It will cover the current year, budget year and three to five out-years, depending on programs. This document will be completed in November or early December and will reflect the results of the task teams studies, special studies, the program review process and the July and November IRAC sessions.

G. Presidential Decision Memorandum. A brief memorandum from the DCI to the President addressing the requirements of the National Intelligence Program and reporting on selective issues, before final budget judgments are rendered. The form and timing of this communication will need to evolve. The document is designed to focus Presidential approval on the National Intelligence Program levels and selective issues and set a course for fiscal guidance for the next program period.



H. Congressional Presentation. Defense of the National Intelligence Program before congressional committees.

Fundamental to the plan is a Program Review Staff composed of competent substantive analysts who would (1) take the leadership in the identification and study of community issues, (2) chair teams of senior personnel drawn from the community which would assess the program mix against major intelligence targets, (3) task other community bodies and managers for cost/benefit evaluations, (4) draft planning and program/resource papers (such as Planning Objectives and Fiscal Guidance, NIPM, etc...) for the DCI and IRAC, (5) format and structure IRAC reviews, and (6) develop a program control and reporting procedure and information base for IRAC and DCI use.



Intelligence Community Comptroller

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## SECTION II

### Specific DCI/IRAC Tasks

#### A. Planning Guidance

NSCID-1 directs that the DCI assume responsibility for "Planning, reviewing and evaluating all intelligence activities and the allocation of all intelligence resources." The issuance by the DCI of Planning Guidance is one means for encouraging the development of programs, and adjusting the program mix, consistent with DCI priorities.

One purpose of the Planning Guidance is to provide a substantive basis for, or input to, program and fiscal guidance developed by individual departments/agencies. As such, it should be thought of as a logical extension of the NIPM and the Presidential Decision Memorandum, which reflect DCI and IRAC evaluations, conclusions, and guidance impacting on both the current year operations and the next program year. The Planning Guidance will be a reflection of DCI objectives and will address intelligence needs, product requirements and gaps, trends, and forecast priorities. It may also suggest areas for study by the departments/agencies. Normally, the Planning Guidance would not address specific fiscal levels for programs but it may reflect DCI assumptions on fiscal and manpower constraints that were used in the development of the Planning Guidance.

Planning Guidance will be drafted by the DCI/IC Staff after appropriate consultations with the intelligence managers. It will be submitted for DCI and IRAC consideration and approval in late December or early January of each year so as to be available to intelligence program managers in the development of program proposals for the next fiscal year. Note: Planning guidance of a longer term managerial nature may also be prepared but it is not envisaged at this time as part of the program planning and review process.

B. Fiscal Guidance

Broad Fiscal Guidance for national intelligence entities should emanate from the DCI/OMB level. At present it is issued only in Defense and in the context of the entire Defense budget. The intelligence portion is prepared by ASD(I) with the assistance of the intelligence program managers and ASD(SA). It provides the target fiscal level for each major Defense intelligence program for the forward five-year period -- the first year being the program year (budget year plus one). This is the level that each service/defense intelligence agency will attempt to achieve in its program proposals and within which an identification of trade-off options will be made. Fiscal Guidance is developed by Defense during January/February and is normally issued in late February or early March. It is the first step in the annual process of developing and reviewing Defense program and resource proposals. It may also identify specific priorities and resource or managerial issues of concern to ASD(I).

The significance of Fiscal Guidance in Defense resource allocative processes cannot be overemphasized. At present the DCI does not participate in the formulation of Fiscal Guidance. This has been a task of OMB and the department/agency head. Fiscal Guidance provides the discipline and level within which the services/defense agencies build their program.

During the month of December each year, the DCI/IC Staff should work with appropriate OMB staff personnel to develop proposed guidance levels for all national intelligence entities (CDIP, CIA, State, and other intelligence-related activities, as appropriate). The proposed Fiscal Guidance so developed will be reviewed and approved by the Director, OMB, and the DCI and presented to IRAC by the OMB representative to the Committee for implementation within the respective organization of each member. The DCI Staff's role in the

development of Fiscal Guidance would be one of providing coordinated substantive advice to OMB and elaboration on the options implicit in the Planning Guidance. (This will be a new role for the IC Staff and OMB and contrary to current OMB/OSD overall practice. It implies separation of National Intelligence Programs in the OMB review process.)

C. Special Studies

(1) Target-Oriented Task Teams - a horizontal look

The purpose of this effort is to evaluate community mix of programs, performance, and costs, against specific intelligence targets and develop strategies for collection against prescribed priority activities. The approach presumes the identification of major intelligence problems (e.g., Chinese Strategic Weapons Program, SAL verification, etc.) and substantive analysis which addresses: (1) the intelligence task now, and what it will be for the next several years; (2) intelligence programs deployed against these tasks and their costs; (3) the relative contribution of each; (4) major gaps; and, (5) changes in emphasis that might alter the picture during the next few years, including technological options in the collection programs or analysis process. The emphasis is on the task to be accomplished, the criteria of effectiveness, and options in the allocation of resources.

The analysis thus performed, along with the results of studies of specific issues and information acquired through participation in the various program review processes, would form the primary input for DCI/IRAC consideration of priorities and performance of programs, and permit the consideration of policy and resource options by the DCI/IRAC in the development of program levels. The task teams would report to DCI/IC/IRAC not later than October and as frequently as necessary.

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The above list is tentative only. The final selection of areas to be studied should be developed in consultation with community analytical and collection managers' and be under study not later than April 1, 1973.

Each task team would consist of substantive experts from State, DIA, Army, Navy, Air Force, and CIA, as appropriate. The IC Staff would chair each group and provide working space and support. Note: It is important in creating the task teams that it be understood that their reports or analyses in no way affect an agency's option to agree or disagree and to have its objections stated to the DCI/IRAC and included in formal reports.

The groups should be rechartered in December/January each year or more as appropriate. Normally each group would be expected to produce a fairly extensive outline by mid-July (before the current year operating plans are approved). These papers should be helpful in soliciting guidance from the IRAC. The studies will be completed no later than October 1 for presentation to the DCI/IRAC and for their use in the November DCI/IRAC review session. They will also be incorporated as appropriate in the NIPM.

Task teams will have access to all USIB Committee activities and be authorized through DCI/IC to task USIB members for evaluative and costing data.

(2) Ad Hoc Studies

The staffing out of issues provides the essential substantive basis for resource decisions. Issues to be so studied must be identified early enough in the program/resource decision process that the results of the studies will input to these decisions.

Any IRAC principal may propose issues for study. In addition, it would be the responsibility of the DCI/IC Staff, after consultation with appropriate community officials, to propose

issues, and suggested handling, for DCI/IRAC consideration, approval and implementation. This task must be accomplished early in the program cycle, probably by November/December of each year, but may occur at any time in the year.

Issues studies not placed before IRAC, or not undertaken by IRAC, but which are necessary to support the DCI's responsibility for program guidance and preparation of the National Intelligence Program, would be undertaken as determined by the DCI. Issues falling in this category might include:

a. An issue which falls within the particular competence of a USIB Committee to study.

b. The relatively small, strictly resource-related type of issue which would generally not cut across more than one program and which might best be informally staffed out by a DCI Program Team working through the programming mechanisms of the various agencies.

c. Cross-program analysis directed at both qualitative or quantitative assessments in such matters as manpower productivity, training, security, and management systems.

D. DCI Participation in Community Program Review and Resource Allocation Processes

1. General

Implementation of the 5 November directive and NSCID-1 requires that the DCI develop an effective means for reviewing the intelligence activities of the intelligence community in order to identify and assist in the resolution of major intelligence program issues, recommend the appropriate allocation of resources, and prepare a National Intelligence Program Memorandum for the President. A thorough understanding of community activities and their related

costs as well as the need for the product of the activities is essential. The gaining of these insights will require, in addition to the conduct of cost/benefit analyses for selected activities or systems, participation by DCI representatives in the several review processes, basic program and resource data about the activities, and an opportunity for DCI judgments and recommendations to be considered at all points in the decision process, prior to formal submission of program and resource proposals to the DCI and IRAC for approval.

This will mean that data will be required, some of which may not now be produced routinely in the existing systems. In such cases special data requests will be made. The general DCI requirement for data is discussed in Section III.

A comparison of the program review and budget cycles of Defense Department intelligence activities, CIA and State Department reveals that each agency has its own system for program and budget development but the basic concepts are the same, and the schedules are remarkably similar. This is not too surprising since all have the same deadline for completing the process, and the starting point and certain intermediate points are defined somewhat by executive and congressional decisions, e.g., when decisions are made on the prior year's budget. Thus, there appear to be no insurmountable procedural or scheduling conflicts among the different review and decision processes of the several agencies, and it is feasible and advisable for the DCI to work within the existing departmental systems and create the initiatives which control the systems and decision points.

Each of the major steps in the community programming and budgeting cycle is discussed briefly below. First, it should be noted that this paper addresses the systems as they are supposed to function. There has been a tendency in the past year or two, notably in Defense,



not to hold some of the formal reviews (e.g., GDIP) called for by the system. This condition should correct once Program Manager involvement in DCI/IRAC review needs is made clear.

2. Program Managers' Review

Special Activities

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These activities are reviewed by an executive committee (EXCOM) twice each year, usually in July and November. This process is separate and distinct from the normal Defense Program-Budget review process. The July EXCOM meeting is concerned primarily with altering the current year operating program taking into consideration changes resulting from (a) program decisions since the previous November EXCOM, (b) appropriation action, and (c) scheduling problems and other changes resulting from the passage of time. The November EXCOM is concerned with budget levels and allocations.

CCP and GDIP

The Program Managers for the CCP and GDIP conduct their reviews during March-June each year, as a part of the normal Defense review process. These reviews consider the Program Objectives Memoranda (POM's) of the Services/Defense Intelligence Agencies. The result of the review is a Program Managers' recommendation which is submitted to ASD(I) and becomes one of the inputs to his review of Defense Intelligence Programs.

CIA

Each Deputy Director in CIA conducts his review of the individual office's program proposals during March each year. This review results in the Deputy Directors' Program Plans which are forwarded to the Office of Resource Management for review and approval by the Executive Secretary. Both the upcoming operating budget plan and the budget year program plans are considered during May/June.

State/INR

The Director, INR has no program responsibility other than his own Bureau of Intelligence and Research (INR) which consists of about [redacted] [redacted]. The review process is essentially one of preparing and submitting his own proposals as a part of the State Department internal para review and budget review.

The objective of the DCI/IC should be to acquire an understanding of program proposals -- their objectives, contributions, and costs -- and provide input early in the review process. To accomplish this the DCI/IC will have program representatives involved in each step of the review process for all National Intelligence Programs, who will represent the DCI's position on program issues. They will also be responsive to tasking by the task team project leaders as well as responsible for programmatic data required for IRAC review and NIPM content. Note: DCI representatives must have direct access to ASD(I), Program Managers, State/INR, CIA Deputy Directors, and to programmatic and resource data required to implement the 5 November 1971 directive.

3. ASD(I) CDIP Review

ASD(I) conducts his review of the Service/Defense Intelligence Agencies' Program Objectives Memoranda and the Program Managers' Recommendations in July and early August. Draft Program Decision Memoranda (PDM's) that result from the ASD(I) review are submitted to the SecDef for approval in August, followed by Service/Defense Agencies' "reclamas." In most instances, decisions on the PDM's and reclamas form the basis for the preparation of budget estimates by the Services/Defense Intelligence Agencies which are submitted to the ASD(Comptroller) in October. [redacted]

The objective of the DCI/IC in the CDIP review is based upon the needs of the proposed July IRAC meeting which will focus on the current year operating plans as well as Program year proposals. The DCI/IC's role will be to provide substantive input on intelligence needs, trade-offs, and relative resources priorities, and inject the DCI's position on issues raised during the review.

4. DCI/IRAC Review of Current Year and Program Year Proposals of Program Managers

The DCI/IRAC preliminary program review involving all Program Managers will be scheduled for late July or early August, before Secretary of Defense approval of the Program Decision Memoranda. (Note: This will require some alteration in the present timing of the ASD(I) CDIP Review.)

The focus of this review will be on current year and program year resource requirements, along with an in-depth substantive report from each Program Manager on their operating plans and program proposals against specific targets and priorities. A progress report on the status of issue studies and task team studies will also be presented. The DCI/IC will issue a call in May outlining detailed requirements, format, timing, etc., after consultation with Planning and Budget Representatives of the various programs, which will take place in early April.

5. Budget Preparation and Review

The Services/Defense Intelligence Agencies submit their budget requests to the ASD/Comptroller in early October, following SecDef approval of ASD(I) recommendations resulting from the CDIP review. (Note:  Program Directors present their budget proposals to EXCOM in November for decision.) These requests display resource data by organization/program/appropriation and provide detailed data

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by object of expenditure. The focus of the budget review is on (a) pricing out program decisions already made by the SecDef, and (b) explanation of changes from the prior year budget. This is a joint OSD-OMB review, with ASD(I) representation. They have not been attended by the DCI/IC Staff heretofore. The new responsibilities of the DCI for "reconciling intelligence requirements and priorities within budgetary constraints" require that he be represented in these reviews beginning this year. This will insure DCI involvement and open communication in last minute adjustments resulting from Congressional appropriation action on the current year budget or from executive branch decisions impacting on program levels, personnel, or organization for the budget year. (The CIA and State/INR budget requests are submitted to the OMB by 30 September each year, after internal review and approval. OMB/Agency hearings are conducted in October/November.)

The primary objective of the DCI/IC is to acquire the necessary information upon which the DCI, with IRAC advice, can base his ultimate resource allocation recommendations to the various department/agency heads prior to their final resource decisions. This will also provide a key input to the preparation of the final draft of the NIPM. (Note: In planning for a November DCI/IRAC review consideration must be given to timing; synchronization of EXCOM, SecDef, ASD/Comptroller, State/INR, and CIA decision points; and the availability of necessary budget data.)

E. National Intelligence Program Memorandum (NIPM)

The President's 5 November 1971 memorandum and NSCID-1 require that the Director of Central Intelligence "prepare and submit each year, through OMB, a consolidated intelligence program budget" which provides "an annual detailed review of the needs and performance of the intelligence community." Elsewhere the memorandum states that the President will look to the DCI "to improve the performance of the community, to provide him

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judgments on...intelligence programs...and to recommend the appropriate allocation of resources to be devoted to intelligence."

The OMB concept paper, dated 23 March 1972, states that the consolidated intelligence program budget (here referred to as a National Intelligence Program Memorandum or NIPM) should:

- a. constitute "a statement of the DCI's views on resource levels for the various community programs;"
- b. "serve as a record of the DCI's impact on the resource review process," and,
- c. provide an "analysis of progress toward management improvement goals."

In broad terms, then, the primary purpose of the NIPM is to provide a substantive input to the resource allocation process--a vehicle for expressing DCI views on priorities, needs, performance, and resource levels.

The OMB concept paper envisaged an evolutionary process with passive involvement on the part of OMB. This has proven to be an ineffectual procedure. This proposed operating plan envisages active OMB involvement in task teams, IRAC reviews, and various working groups. Active involvement in the NIP formulation and execution process will substantially strengthen their role.

The essential new feature proposed for this year's NIPM is the presentation of specific resource recommendations, options and trade-offs, which have been considered by the DCI and IRAC before final OMB or Presidential decisions are made in December. It is assumed that the DCI/IC Staff will discuss the focus of the NIPM with IRAC members and benefit from special study support through October/November period while in its formative draft. Organization of the CIPB or NIPM might be as follows:

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## I. Introduction

A brief statement of the purpose of the NIPM and the DCI's objective in preparing this particular NIPM, and the approach taken.

## II. Summary

A brief discussion of the program and resource levels requested by departments/agencies and DCI/IRAC options and recommendations.

## III. Discussion of Programs and Priorities

The purpose of this section of the NIPM is to assess the community performance, and costs, against specific intelligence targets, e.g., Chinese Strategic Weapons Program. (The proposed approach for gathering the data for this section, conducting the analyses, and drafting appropriate papers, is discussed in Section II. C., above.)

## IV. National Intelligence Resource Management

This section of the NIPM would present an examination of the resource utilization and allocation processes in the intelligence community with an identification of particular strengths, weaknesses, realistic expectations for the future, and possible changes that might be made.

## V. Resource Schedules

Funds and manpower by program (as requested by program managers, and DCI options).

Funds and manpower by function (as requested by program managers, and DCI options).

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Funds and manpower by service (as requested by program managers, and DCI options).

Overall profile of funds and manpower by target.

VI. Appendixes

Appendix A. General Defense Intelligence Program

Appendix B. Consolidated Cryptologic Program

Appendix C. CIA Program  
Etc.

(An analysis by program (e.g., GDIP, CCP, CIA, State/INR, etc.) of the specific requests of the program managers and a presentation of DCI/IRAC options. The basis for these appendixes will be the programs as presented by the individual program managers to the DCI and IRAC, and adjusted on the basis of the decisions made by this group.)

A mock-up of the NIPM is available in IC Staff for more detailed consideration of the proposal.

F. DCI Congressional Presentation

Preparation of the DCI's presentation to Congress on the National Intelligence Program must begin in January, with a mid-February target for completion.

The format and content of the speech will be patterned to the desires of the DCI and the committees. The purpose will be to provide Congress with visibility of costs, performance and objectives of the various programs as presented in the President's budget.

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### SECTION III

#### Data Needs of the DCI/IRAC

The DCI and IRAC have certain formal commitments/tasks which require resource and performance data. They are:

- Preparation of the National Intelligence Program Memorandum.
- Preparation of the DCI's presentation to Congress in defense of the community budgets.
- Review of program requirements, performance, and resource needs and approval of program mix and resource levels.
- Preparation of issue papers.

Some of the data required will be obtained as a natural consequence of participating in the program and budget review and decision processes of departments and agencies. At various times during the cycle (e.g., for the NIPM and for the Congressional presentation), and on other unscheduled occasions, the DCI may require a separate submission of resource and performance data.

#### A. Characteristics of Data Requirements

Data provided to the DCI must satisfy the following essential criteria:

- The data must be official. That is, the data provided the DCI should be the same as that used for internal management purposes and supported by the programming, budgeting, and accounts systems of the respective agency.



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- The data should provide adequate cross-walks between the programming and budgeting of resources, and the actual use that is made of the resources (the financial accounts structure).
- Fund and manpower data must be available on request at budget submission level even though it may not have to be submitted on a routine basis.
- Data must be available for past years as well as for future years to permit analysis and presentation of trend information.

The primary requirement is for a system, or access to a data system, that will support cross-organization and cross-program compilation and analysis of resource data (manpower and funds). The requirement is for the ability to arrange and display official resource data of intelligence agencies and activities according to the following:

- By organization (department; agency; service; directorate; bureau).
- By program (CCP; GDIP; [redacted]; [redacted]; DSAP; CIAP; [redacted]; etc.).
- By program element (within CCP; GDIP; CIAP; etc.).
- By function (Category/Mission; Sub-category/Function; Element/Sensor).
- By appropriation (Mil Pers; O&M; Procurement; RDT&E; Military Construction).

It will be necessary to be able to display the following types of resource data in all of the above arrays:

- Funds (TOA)
- Manpower (military and civilian)

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B. Data Availability

The minimal requirement of the DCI is for an official update of program decisions and resource data at least three times annually -- to support the IRAC Reviews and the preparation of the NIPM and the Congressional presentation.

a. In July and November, the Program Managers' submission to the DCI and IRAC should be formatted to include a specific statement of his objectives or goals, programs proposed to meet the objectives, source of the requirements where available, prioritization of programs and alternative resource options. Statements of accomplishments should accompany program justifications, and resource data as described in the preceding section should be outlined for the following years:

(1) For the budget year (FY 1975): SecDef decision on the CDIP review (the PDMs). The data is required as basic input to the preparation of the draft NIPM.

(2) For the current year (FY 1974): The President's budget before Congress. This will continue to be the base year for explaining changes.

(3) For the past year (FY 1973): Actual obligations, or TOA, as appropriate. This is the base year for current trends.

b. In February, the DCI and IRAC will require data as described in the preceding section for the following years:

(1) For the budget year (FY 1975): The President's budget submitted to Congress. These will be the levels the DCI will address in his defense of the community program before Congress.

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(2) For the current year (FY 1974):  
The Congressional appropriation. This  
will be the base year for explaining  
change in the DCI speech.

(3) For the past year (FY 1973):  
Actual obligations, or TOA, as appropriate.

An updating of the data base may be required  
if there is an out-of-cycle "decrement"  
exercise.

Other data, such as target-oriented  
resource data, specific tasking of component  
units, and performance data, will be required  
as part of studies or reviews of specific  
activities or types of activities and will  
be requested as needed.

It is essential that these data be  
available in the DCI work area in order  
to expedite analysis and use of the data  
in preparing DCI outputs. Otherwise, the  
data need not all be located here physically  
in IC elements; nor necessarily under DCI  
control.

Preferably, established systems operated  
by intelligence managers for their own manage-  
ment purposes could serve the purpose, (recog-  
nizing of course that the DCI will not require  
on a routine basis data to the same level of  
detail as intelligence managers). The data  
would thereby be identical to what intelligence  
managers are using for their own purposes,  
would get updated as frequently as their own  
is updated, and there would be a better  
chance that all would use the same numbers.  
However, the matter of a data base is a  
separate issue which we feel must be ad-  
dressed with ASD(I), and OMB as a special  
consideration. There are serious limits  
to quantitative elements of data systems.

MINUTES

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